

**SECRETARIAT INSTRUCTIONS, 1979**

Being instruction issued in pursuance of Rule 9 (1) of the Rules of Business, 1975 for the disposal of business in the Civil Secretariat.

1. (a) These instructions shall be known as the "Secretariat Instructions, 1979."
- (b) They shall come into force with immediate effect and shall supersede all previous instructions and orders relating to office procedure not consistent with the provision of these instructions.
2. In these instruction in addition to the definitions contained in Rule 2 of the Rules of Business, the expressions given below shall have the following meaning unless the context requires otherwise:-
  - (i) "**Section**" means a working unit of a Department.
  - (ii) "**Business**" means the business allocated to the Departments in terms of schedule II of the Rules of Business.
  - (iii) "**Head of Attached Department**" means the officer who has been declared as such vide schedule I of the Rules of Business.
  - (iv) "**Prime Minister**" means the Prime Minister of the Azad Government of the State of Jammu and Kashmir.
  - (v) "**Section Officer**" means an officer who is in direct charge of a Section.

**Distribution of Work**

3. The Secretary shall be the official head of the Department and shall be responsible for its efficient administration and discipline. He shall also be responsible for the proper conduct of business allocated to the Department under Rule 3 of the Rules

of Business and for the careful observance of these instructions in his Department.

4. It shall be the duty of the Secretary in the Department to which the subject belongs to ensure that cases submitted to the Minister-in-charge and, where the Rules of Business so provide, to the Prime Minister or the Cabinet are submitted in a complete form.

*Note:* For the purpose of these instructions, the expression "the Department to which the subject belongs" has reference to the allocation of subject among Departments made under schedule I of the Rules of Business.

5. The Secretary shall determine the maximum extent of delegation of powers to officers serving under him and issue clear standing orders laying down these powers and also the manner of disposal of cases in the Department and shall ensure that:

- (a) the distribution of work is equitable, /
- (b) the channel of sub-mission of cases is vertical and not horizontal; and
- (c) the tiers through which a case has to pass are ordinarily, not more than two excluding the Secretary.

6. An Additional Secretary or a Joint Secretary, unless he is in charge of a Department, shall be in trusted with a well-defined sphere of duty. Within this sphere he shall assume full, responsibility and shall submit all cases direct to the Minister for orders, such cases being returned to him through the Secretary. The Secretary shall have the power, however, to call for any case for his own consideration and to request that he be consulted in any particular case before it is submitted to the Minister.

7. A Deputy Secretary shall dispose of all cases in which no major question of policy is involved or which under the rules or standing Order he is competent to dispose of.

8. A Section Officer shall dispose of all cases where there are clear precedents, and no question of deviation from such precedents is involved or which under the rules or standing orders he is competent to dispose of. In case of doubt he may seek verbal instructions from his superior officer.
9. The Section Officer will ordinarily be assisted by an Assistant who shall be responsible for:-
- (a) Putting up previous papers and other references relating to the case under consideration;
  - (b) Opening of files and keeping a record of movement of files;
  - (c) Keeping a note of all important orders and decisions;
  - (d) Recording, indexing and weeding of files;
  - (e) Watching the necessity of keeping priority or security labels on files. He should bring to the notice of the Section Officer first the opportunity that occurs of removing these labels, and
  - (f) Other clerical duties assigned to him, including casual typing, maintenance of diary register and the preparation of statements and returns.

The Assistant attached with a Section officer shall not be required to note on a case nor put up a draft.

### **DISPOSAL OF BUSINESS**

10. All business of Government shall be conducted in accordance with the Rules of Business and these Instructions.
11. The following cases shall be submitted to the Secretary of the department:

- (a) All cases, summaries and reports called for by the Prime Minister and the Cabinet.
- (b) All cases involving major policy and important administrative issues.
- (c) All cases of appointments or promotions that have to be referred to the Prime Minister, the Minister or the Selection Board.
- (d) All cases involving foreign delegations and deputations abroad.
- (e) All important cases relating to development plan, annual budget and foreign exchange requirements.
- (f) All cases of transfers of Heads of Attached Departments and their deputies;
- (g) References received from Federal/Provincial Governments.

*Note:* The above list may be added to where-ever necessary. This shall not apply to cases which, under Instruction 6. A Joint Secretary or Additional Secretary will submit to the Minister direct.

12.

All other cases shall be disposed, of by the officers in accordance with the relevant rules or the powers delegated under these instructions. All fresh receipt sent down by the Secretary, Additional Secretary or Joint Secretary shall ordinarily be taken to be sent down "for examination and disposal without reference to him," Unless the case has to be shown to him under the provisions of these instructions or he specifically asks for the case to be shown to him.

13.

No officer shall deal with a Case relating to his own promotion, transfer, pay or allowances or with a case dealing with his own official conduct.



## **RECORDING OF NOTES AND PREPARATION OF DRAFTS**

14. As a rule, not more than two officers (excluding the Secretary) shall note upon a case before its final disposal except where more than one Section may have to be consulted.
15. When the higher officer agrees with the note or recommendation, he may merely append his signature.
16. In cases which can be disposed of directly by a Section Officer no elaborate note need be recorded.
17. In cases where only a perusal of the paper under consideration is sufficient to enable a higher authority to take a decision, there shall be no noting beyond a brief suggestion for action.
18. In cases where a formal note is required, it shall be in the form of a statement of the case showing in detail, according to the importance and stage of the case:-
  - (i) the question for consideration,
  - (ii) the circumstances leading up to it,
  - (iii) the rules and precedents bearing upon it, and
  - (iv) Suggestions for action.
19. The reproduction in a note of verbatim extracts from the paper under consideration or its paraphrasing shall as a rule be avoided. It shall be presumed that the paper under consideration will be read by the officer to whom it is submitted.
20. In complicated or protracted cases, particularly those involving references to other Departments, the Section Officer may prepare and place in a separate cover a duly referenced summary of the case (in triplicate) which shall be kept up to date by incorporating important decisions. The summary shall be signed by the officer who prepares it. The

facts of the case shall not then be reproduced in the notes portion of the file. A copy of the summary may, if necessary, be retained by another Department, when the case is referred to it.

21. All notes shall be temperately written and shall be free from personal remarks. If apparent errors are to be pointed out and if any opinion is to be criticized, it shall be done in respectful language. Proper decorum shall be observed in commenting upon the notes recorded by higher authorities.
22. When it is desired to examine the proposal of another office without showing that office such examination, a 'routine' file may be opened. This procedure should be adopted especially if the proposal is likely to be criticized severely. The routine file shall not be sent out to another office without special orders of the competent authority for treating it as a part of the regular file.
23. To expedite disposal of cases and especially in emergencies, informal discussions between officers of the same Department shall be resorted to. The telephone shall be freely used, provided the subject is not secret. Secretaries and other senior officers shall encourage their subordinate officers to bring up cases for advice, discussion or disposal.
24. A draft of the communication to be issued shall, as a rule, be prepared at the earliest possible stage of the case.
25. All executive actions of the Government shall be expressed to be taken in the name of the President.
26. In order to avoid audit objections, financial sanctions shall be expressed to be made by the authority empowered to make them.

## **CONSULTATION WITH OTHER DEPARTMENTS**

27. The provisions of the Rules of Business regarding consultations with other Departments shall be carefully observed. Such consultations shall be in the following form:-

- (i) By sending a written reference specifying the points on which the advice of the other Department is sought;
- (ii) By personal consultation in the event of a difference of opinion or delay.

Attention shall be paid to special instructions issued by the various Departments for consultation with them. Where-ever possible, the proposal shall be accompanied by a draft.

28. When it is necessary to consult more than one Department on a case, the consultation shall be effected simultaneously except in cases where the multiplication of documents to be sent would involve an excessive expenditure of time and labour.
29. Where simultaneous references have to be made to more than one Department, the file may be sent to the Department most concerned, other Departments being consulted by means of self-contained office memoranda, un-official notes, or demi-official correspondence except in cases which can be disposed of by verbal consultation.
30. In cases where a reference in the form of a self-contained office memorandum is preferred the proposal and the point of reference shall be stated as fully and clearly as possible and references to relevant rules, orders, etc. given where necessary.
31. If a case is received from a Department in an incomplete form the Department to which the reference is made may call for the information necessary to complete it.
32. Any case referred to a Department shall either be returned to the officer referring it, i.e. to the last officer, whose signature appears on it, or if this is not done, it shall on return to the referring department, be placed at once without further noting, before that officer. The latter shall ordinarily deal with it himself without any further noting by a junior officer. If he wishes a

junior officer to examine the case, he shall indicate on the case or point or points on which he wants examination or information.

33. If a case has to be referred a second time to a Department on the same issue, it shall be sent to the senior most officer of that Department who has already seen it and that officer shall follow the procedure indicated in instruction 32 above.
34. When a file has been referred to or returned from another Department and a difference of opinion between the Departments is disclosed, personal discussion shall as a rule be substituted for further noting. If the difference of opinion is not resolved at the level at which the case was taken up, the level of personal discussion shall be appropriately raised. In any particular case where the two Departments agree after personal discussion, the Secretaries shall, if necessary, meet and record a joint note embodying the decision and there shall be no further noting.
35. References to another Department, shall as far as possible be addressed to the officer concerned by name.

## **REFERENCES TO AND FROM AUTHORITIES OUTSIDE THE SECRETARIAT**

36. Notes written in one Department and sent to another shall not be referred to any officer outside the Secretariat without the general or special consent of the Department to which they belong.
37. Where a general consent has been given to the reference of notes to an officer outside the Secretariat, such consent shall not be construed to apply to cases in which the papers are marked confidential or secret and in no circumstances to cases in which the officer to whom the notes are referred is personally affected, or in which his official conduct is under consideration.
38. Subject to the conditions laid down in Instruction 37, each Department shall be deemed to have given its general consent to

the reference of its notes to the officers mentioned in Appendix 'A' by the Departments indicated in each case.

39. Subject to the control of the Department to which he is subordinate, any officers to whom notes may be referred by any other Department under instructions 36-38 above, may himself make un-official references to that Department, and, subject to the provisions of Instruction 40, the following officers may make such references to any Department, namely:
  - (1) Inspector General of Police,
  - (2) Auditor General of Azad Kashmir.
40. No Attached Department or Subordinate Office of the Azad Government of the State of Jammu and Kashmir shall make un-official references to the Law Department otherwise than through the Department to which it is attached or subordinate.
41. The Advocate General shall be consulted in accordance with the procedure laid down in the Rules of Business.
42. Reference to the Azad Jammu and Kashmir Public Service Commission as required under rules, shall be made direct by the Department concerned and, by the Head of the Attached Department, in cases where he has been authorized to make appointments to posts, in the form of an official letter addressed to secretary of the Commission and accompanied by the relevant papers or copies of papers. Detailed instructions on the subject are given in Appendix 'B' of these instructions.
43. Reference to the Auditor General Azad Kashmir shall be made by the Finance Department or any other Department in the form of an official letter or memorandum with which all relevant papers or copies of papers should be sent. The Finance Department may, if necessary, correspond with him unofficially on matters which solely concern the Auditor General Azad Kashmir and Finance Department e.g. questions relating

to the Azad Jammu and Kashmir Audit Department, questions of accounting procedure, etc.

## REFERENCES FROM HEADS OF ATTACHED DEPARTMENTS

44. Proposals from a Head of Attached Department shall ordinarily be in the form of a self-contained communication stating the facts of the case, the points for decision and his specific recommendations.
45. The Head of an Attached Department shall be responsible for the technical soundness of his proposals which, as a rule, shall not be subjected to any technical examination by the Department concerned.
46. It shall be the duty of the Head of an Attached Department to ensure that only those cases are submitted to the Department or which he is not competent to pass orders himself. If a case which he is himself competent to dispose of is received in the Department, it shall be returned to him without being subjected to any examination.
47. A case referred to the Department over the signature of the Head of an Attached Department shall be placed before the Secretary or Joint Secretary in the case of major Department, or the Deputy Secretary in the case of minor Departments where the Head of the Attached Department is of the approximate status of a Deputy Secretary. The officer concerned shall see whether he can pass orders on the reference straight away. If it is considered that previous papers are needed, or examination is required at a lower level, instructions shall be given accordingly, but the language used in examining or criticizing such cases shall invariably be polite.

In all cases, replies should be shown to the concerned officer before issue, who should normally send the reply under his own signature. In case an officer of a lower statue signs the reply the level at which the decision has been taken should invariably be



indicated by the addition of the words this issues with the approval of Secretary, Joint Secretary, Deputy /Secretary as the case may be. This may not, however, apply to the orders and other instructions made an executed in accordance with the provisions of para 10(2) of the Rules of Business.

**Note:** The term approximate status of a Deputy Secretary used in the first paragraph of this Instruction means the officer of Grade 19.

### **DISPOSAL OF REFERENCE BETWEEN AJK GOVERNMENT AND GOVERNMENT OF PAKISTAN**

48. For Scrutiny and disposal of references between the Azad Jammu and Kashmir Government and Government of Pakistan, the relative status of the officers concerned as shown below may serve as the guiding principle :-

Azad Jammu and Kashmir		Government of Pakistan	
(1)	Section Officer	(1)	Section officer
(2)	Deputy Secretary/ Joint Secretary.	(2)	Deputy Secretary.
(3)	Secretary /Addl. Chief Secretary.	(3)	Joint Secretary.
(4)	Chief Secretary.	(4)	Secretary.

### **CHANNEL OF CORRESPONDENCE WITH FOREIGN GOVERNMENTS**

49. The channel of correspondence between the Azad Government and foreign Governments shall be through the Kashmir affairs Division.

### **CHECKS ON DELAYS**

50. Every Section Officer shall prepare, in the prescribed form, a monthly return of arrears and submit it to such higher officer or officers as the Secretary may order.

51. The following system of reminders shall be adopted as a matter of routine. The first reminder shall be issued after a reasonable lapse of time in the form of an un-official note or memorandum. It shall be followed, if necessary, by a second reminder which shall be in the form of a demi-official letter from the officer concerned or the Deputy Secretary. If there is still no response, the matter shall be taken up at a higher level by the Joint Secretary or the Secretary. Such written reminders shall be supplemented by telephonic reminders. Demi - official reminders shall be replied to by officers of the same rank.
52. References received from Federal and Provincial Government shall be attended to expeditiously. If a reference has remained indisposed of for more than a month, it shall be brought to the notice of the Secretary with an explanation of the reasons for delay.

### GENERAL INSPECTION

53. The Deputy Secretaries shall inspect the working of their Sections once every two months and Senior Officers, particularly Secretaries should pay surprise visit at reasonable intervals. They shall pay special attention to:-
- (i) Compliance with the Rules of Business, the Secretariat instructions, standing orders and office directives;
  - (ii) Security arrangements;
  - (iii) General office management; and
  - (iv) Proper use and care of Government property and equipment.

A guide to inspection is attached at Appendix 'C'

### MEETINGS

54. (a) The Secretary should endeavor to convene meetings of all officers in the Department and Heads of the Attached

Departments concerned once a month and at any date, once every quarter, to discuss :-

- (i) Important pending cases;
  - (ii) Specific problems calling for general expression of views or exchange of ideas; and
  - (iii) Questions of general interest concerning the Department as a whole.
- (b) The Deputy Secretaries should hold periodical meetings with the Sections Officers.

55. All meetings shall be business-like. Brief minutes shall be recorded mentioning only the salient points considered and the decisions taken. Individual view-points should not be recorded except on request;

## **SECURITY ARRANGEMENTS AND HANDLING OF CLASSIFIED DOCUMENTS**

56. All Security instructions shall be strictly adhered to.
57. All documents which are of secret and confidential nature shall be properly classified and treated, in accordance with approval of Secretary/Joint Secretary/Deputy Secretary as the case may be. This may not, however, apply to the orders and other instructions made and executed in accordance with the provisions of para 10 (2) of the Rules of Business.

**Note:** The term approximate status of a Deputy Secretary used in the first paragraph of this instruction means the officer of Grade 19.

## **PUBLICATION OF PAPERS**

58. All papers sent for publication in the Gazette shall be signed by the Secretary, or by an officer authorized by him. Officers

authorized to sign papers for publication in the Gazette shall sign under their own designations and not "for Secretary".

59. No papers, except those which it has been the ordinary practice to publish in the Gazette or which are required by law to be so published, shall be published without full consideration and with the approval of the Secretary of the Department to which the subject belongs.
60. No communication between Governments offices shall, in normal circumstances, be published by the addressing authority until the addressee has received it. When circumstances render earlier publication unavoidable, the addresses shall be informed by telegram or telephone.
61. No official shall, in any circumstances, give publicity to documents which might seem to reflect upon a superior authority or give assistance to the pros in formulating adverse comments upon the orders or actions of a superior authority.
62. The publication of correspondence between the Government of Azad Jammu and Kashmir and the Government of Pakistan which indicate difference of opinion shall be avoided.
63. In personal cases which have formed the subject of correspondence between the Azad Jammu and Kashmir Government and the Government of Pakistan the deciding authority shall in every case clearly indicate:
  - (a) Whether only the substance of the decision should be communicated to the officer concerned, or
  - (b) Whether, in addition, a statement of the grounds upon which it is based or Portions of the correspondence, and, if so, which portions should be furnished.

## CONSULTATION WITH LAW DEPARTMENT

64. The Department of Law shall be consulted in all matters involving legal questions.

## **PROSECUTION**

65. When the Azad Government of the State of Jammu and Kashmir is concerned with any criminal prosecution a reference shall be made to the Law Department.
66. No prosecution shall be instituted without consultation with the Department of Law, and no prosecution shall be instituted or withdrawn in any manner contrary to the advice of the Law Department, without reference to the Government in the Department, concerned.

## **DETAILED OFFICE PROCEDURE**

67. In matters of detailed office procedure, Departments shall be guided by the directions contained in Appendix 'D' to these Instructions.

Sd/- (Khalil Ahmed Qureshi)  
Secretary (S&GAD)

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**APPENDIX 'A'***(See Instruction 38)*

Each Department shall be deemed to have given its general consent to the reference of its notes to the officers mentioned below by the Departments indicated in each case:

1. ***By any Department:***
  - (i) Officers holding ex-official Secretariat Status.
  - (ii) Accountant General.
  - (iii) Chief Engineer.
  - (iv) Auditor General of Azad Kashmir.
  - (v) Chief Conservator of Forests.
  - (vi) Inspector General Police.
2. ***By the Services & General Administration:***
  - (i) Chairman or Secretary Public Service Commission.
  - (ii) Chairman Benevolent Fund and Group Insurance.
  - (iii) Chairman AKMIDC.
  - (iv) Managing Director AKLASC.
  - (v) Chairman, Mirpur Development authority.
  - (vi) Director, Sports.
  - (vii) Registrar, High Court.
3. ***By Commerce and Industries Department:***
  - (i) Director Industries, Minerals and Labour.
  - (ii) Controller, Printing Press & Stationery & Forms.
4. ***By the Education Department:***

Director, Public Instruction.
5. ***By the Finance Department:***
  - (i) Auditor General, Azad Kashmir.
  - (ii) Accountant General.
6. ***By the Department of Food:***

Director of Food.
7. ***By the Works and Communication Department:***

Chief Engineer, P. W.D.



8. *Home and Defence Planning Department:*  
Inspector General of Police.
9. *By the Health Department:*  
Director, Health Services.
10. *By the Information Department:*  
Director of Information.
11. *By the Revenue Department:*  
(i) Financial Commissioner.  
(ii) Revenue Commissioner.
12. *By Local Government, Agriculture and Animal Husbandry Departments.*  
(i) Director P.W.P. IRDF.  
(ii) Director, Agriculture.  
(iii) Director, Animal Husbandry.
13. *By the Planning & Development Department:*  
Development Commissioner.
14. *By the Law Department.*  
(i) Advocate General.  
(ii) Additional Advocate General.



**APPENDIX 'B'***(See Instruction 42)***THE AZAD JAMMU AND KASHMIR  
GOVERNMENT PUBLIC SERVICE COMMISSION**

1. The functions of the Public Service Commission are laid down in Azad Jammu and Kashmir Public Service Commission Ordinance, 1978 and Public Service Commission (Functions) Rules, 1978.

***References to the Public Service Commission and  
Acceptance of its Advice***

1. All references shall be made direct to the Commission by the Sectt. /Department in the form of an official letter with which all relevant papers shall be forwarded, provided that no reference which is not obligatory under the rules shall be made save with the previous concurrence of the Services & General Administration Department and, in cases involving financial consideration, of the appropriate authority as well. Before a case is referred to the Services & General Administration Department, the Sectt. Department shall place in the file the draft of the letter proposed to be submitted to the Commissioner.
2. The advice of the Public Service Commission shall ordinarily be accepted by the Department in all matters where it is obligatory to consult the Commission under any law or any Rules or regulations for the time being in force.
3. If it is proposed not to accept the advice of the Commission the case shall be submitted to the Prime Minister, through the Services and General Administration Department which may give an opportunity to the Public Service Commission of further justifying its recommendations before a final decision is taken.
4. Where the Prime Minister does not accept the advice of the Commission, he shall inform the Commission accordingly.

5. The Commission shall in all cases be informed of the action taken on its advice for this purpose, ordinarily an endorsement forwarding copies of communications in which orders are conveyed, recommendations are made or other action taken shall suffice.

### ***Appointment/Recruitment to Public Services***

6. (i) The Commission shall be consulted in regard to initial recruitment to posts in grade 16 and above.
- (ii) Appointments to the various services/posts which fall within the purview Commission shall be made in accordance with the recruitment rules framed in consultation with the Services and General Administration Department. In case recruitment rules have not been framed for any such service /posts appointments to the service/posts concerned shall, if the service/posts falls within the purview of the Commission, be made in consultation with the Commission, after the Services and General Administration Department have been consulted in regard to method of recruitment and qualification for such services /posts.
- (iii) In the case of posts which do not fall within the purview of the Commission, recruitment rules should be framed in consultation with the Services and General Administration Department and in the absence of such rules the Services and General Administration Department should be consulted in regard to the method of recruitment and qualifications for such post before appointments are made.

### ***Recruitment by Examination***

7. When any competitive examination is to be held for the purpose of recruitment to a Service and consultation with the Commission is required. Commission shall:
- (i) Advise the Government in regard to the regulations prescribing the:-

- (a) Qualifications of candidates.
  - (b) Conditions of admission to the examination, and
  - (c) Syllabus of the examination.
- (ii) Announce the number of vacancies to be filled from among the candidates for the examination.
  - (iii) make all arrangements for the actual conduct of the examination including viva voice and other tests connected with it in Azad Kashmir.
  - (iv) Request the Government to nominate a suitable officer to represent the service or Department for which the examination is being held who shall be present at the interview referred to in clause (iii) above.
  - (v) arrange the successful candidates in order of merit on the results of the examination and in conformity with relevant rules and the number of vacancies announced and if the examination be combined one for recruitment to more than one service, determine the suitability of individual candidates for different services, and
  - (vi) Forward to the President a list of the candidates so arranged and determined as indicated in (v) above.

**Explanation:** The suitability of candidates should be determined by the Commission and the placement should be made by Government.

### ***Recruitment By Selection***

8.

When recruitment to a service is to be made, or a particular post is to be filled, by selection and consultation with the Commission is required, the Commission shall:-

- (i) Advise the Government in regard to the rules regulating the qualifications of candidates and the submission of applications;

- (ii) When necessary, announce the number of vacancies and invite applications;
- (iii) Consider all applications received and if it considers necessary interview such candidates as *prima facie* appear most suitable for appointment and also call for character rolls of such candidates as are in Government and such other papers as it may require for the purpose of Selection. There would not, however, be any bar to requisitioning character rolls etc. of candidates not in Government service;
- (iv) Recommend only one candidate for each vacancy and keep some suitable persons, if available, in reserve;
- (v) When there are two or more vacancies to be filled, arrange the candidates recommended in order of merit.
- (vi) Request the Government to appoint a suitable officer to represent the Service or Department for which the recruitment is being made, who shall be present at the interview referred to in clause (iii) above. Further, the Commission may, if necessary, invite any person or persons to assist them in making the selection.
- (vii) When recruitment is made by selection owing to the failure of a competitive examination to yield a sufficient number of qualified candidates or to give adequate representation to a certain zone, area, or community, recommend, candidates in accordance with such orders as the Government may pass in this respect.

### ***Recruitment by Promotion***

9. Recruitment by promotion is to be made on the basis of the recommendations of Azad Jammu and Kashmir Selection Board and Departmental Selection Committees. The Commission is not to be consulted in this respect.

### ***Recruitment by Transfer***

10. Recruitment by transfer is to be made on the basis of the recommendation of Azad Jammu and Kashmir Selection Board and Department Selection Committees the Commission is not be consulted in this respect.

### ***Adhoc Appointments***

11. When an adhoc appointment is to be made the Department concerned should furnish a requisition to the Commission on the prescribed form, and request the Commission to recommend candidates within ten days of the receipt of the requisition. The Commission shall either recommend a candidate if available on the waiting list or advertise the post in the latter case the Department shall be allowed to make adhoc appointment. The Department concerned shall simultaneously advise the Accountant General to treat the adhoc appointment as terminated after a period of, six months unless Department concerned furnishes a certificate from the Azad Jammu and Kashmir Public Service Commission, stating:-
- (i) That it has not been possible for the Commission to make recommendations for filling the post within that period;
  - (ii) The time likely to be taken by the Commission for making recommendations and
  - (iii) the period for which the adhoc appointment was made should be extended.

**Note:** In making adhoc appointments, the Department should strictly follow the relevant rules, orders, district quotas stipulated under the recruitment policy of the Government and that the adhoc appointees should in all cases fulfill the conditions of qualification, age etc. prescribed for the posts.



**APPENDIX 'C'***(See Instruction 53)****Inspection in the Secretariat***

Desultory or casual inspections are of little value if they lack purpose or if the inspecting officer has not settled in his mind what he is going to look for. For inspection to be a useful tool of supervision it is necessary to lay down a list of specific points to which attention should be directed. A list of points which should be kept in view by an inspecting officer while carrying out inspection in the Secretariat is given below:

***Performance***

- (1) Is the distribution of work equitable and according to ability and temperament? Does each functionary know the precise nature of his duties and responsibilities?
- (2) Is the output of work of various categories of staff reasonably satisfactory? Does it conform to the accepted yard-sticks?
- (3) Is the rate of disposal of work satisfactory? Do actual pending papers or cases tally with arrears or suspense statements?
- (4) Is there any indication of un-necessary accumulation of files at any point?
- (5) Are actionable files being kept in suspense unnecessarily?
- (6) Is there any evidence of files being passed un-necessarily from one section to another in an attempt to shift responsibility?
- (7) Are standing orders regarding the delegation of powers to officers observed in practice?

- (8) Is there any indication that the Rules of Business or the Secretariat Instructions are not being properly complied with?
- (9) Is the register of important decisions maintained properly and kept up to date?
- (10) Are please speak, cases attended to promptly? Is the number of such cases excessive?
- (11) Is the procedure for classification, recording and indexing, being properly and intelligently observed? What is the proportion of unclassified files? Is weeding and destruction of un-necessary files and papers carried out regularly?
- (12) Is the procedure for issuing reminders effective? Is it followed regularly?
- (13) Are periodical reports and returns sent out to the authorities concerned regularly? Is a list of such reports and return maintained?

### ***Use of Government Property***

- (14) Is there any indication of wastage or misuse of stationery, electricity telephones, furniture, equipment, vehicles, etc?
- (15) Is the procedure for the receipt, custody, and issue of stationery efficient? (A check of the actual stock of some of the items with the quantity shown in the stationery register will give a good indication)
- (16) Are stock registers for furniture and office equipment-maintained property?
- (17) Are the furniture and equipment kept in good repair? Are unserviceable items stocked un-necessarily?

- (18) are the log books of staff cars, and other vehicles complete and up to-date? Are cars and vehicles maintained in good condition?

### ***Working Conditions***

- (19) Are the working conditions satisfactory?
- (20) Is the office lay-out convenient? Are tables, chairs and other equipment properly arranged?
- (21) Are the office premises kept clean and tidy?
- (22) Are the necessary reference books, codes, manuals, prescribed forms of reports and returns (required in connection with the work of the office) readily available?
- (23) Do the, staff have necessary office equipment, material aids, furniture, stationery, etc.?
- (24) Do the staff have necessary amenities (transport facilities, canteens, fans, drinking water, etc)?
- (25) Are personal claims or grievances of staff regarding increments, pay, allowances and advances, etc. attended to promptly?
- (26) Are the service records, leave accounts, seniority lists etc. Properly maintained?

### ***Security and Discipline***

- (27) Are security arrangements satisfactory and in accordance with the prescribed instructions?
- (28) Have the character and antecedents of each functionary been verified?
- (29) Is the staff sufficiently security minded? Are instructions regarding security classification followed properly?

- (30) Are there any unauthorized visits of outsiders or by staff?
- (31) What is the degree of punctuality of staff? Is there any indication of?

Habitual late attendance?

- (32) Does the staff pay undivided attention to work during office hours?

### ***Cash And Accounts***

- (33) Are the arrangements for the custody and handling of cash satisfactory?
- (34) are the cash books, contingent registers, bills and cheques register neatly and properly written up to-date? Does the cash in hand tally with the balance in the cash book?
- (35) Are the accounting of receipts and expenditure up-to-date? Are accounts reconciled with the accounts of the Accountant General in time?
- (36) Are the vouchers relating to contingent expenditure and acquaintance rolls kept safely?

### ***Receipt And Dispatch***

- (37) Is the procedure for the receipt and distribution of papers efficient? Is there any avoidable delay between the receipt of dak in the R&I Section and its delivery to the officer concerned?
- (38) Has the R & I Section a comprehensive and up-to-date list of subjects dealt with by the respective sections and officers?
- (39) Are diary registers and movement registers kept according to the prescribed procedure? Daily routine

papers should not be diarized to inflate the number of receipts.

- (40) Are the arrangements for the dispatch or distribution of mail satisfactory? Are peon books duly initialed by recipients of papers?
- (41) Is there any indication of misuse of 'Immediate' and 'Priority' labels?
- (42) Is the register of postage stamps maintained properly?"

2. The list is by no means exhaustive and it should not, therefore, prevent an inspecting officer from looking into other aspects which, in his opinion, need attention for improving the efficiency of the Organization. At the same time it is not necessary for the inspecting officer to examine in detail all the points given in this list during a single inspection. He should, however, cover, as far as possible, the entire field so that he is in a position to judge whether his organization is functioning efficiently. Inspections as a rule have generally a salutary effect, but useful results can only be achieved if the inspecting officer is thorough and searching in his observation and gives constructive and helpful advice to his subordinates for rectifying obvious short comings and defect.

### ***Inspection Report***

- 3. To ensure that the system of inspection yields the desired result and does not deteriorate into a routine formality, the inspecting officer should submit a proper inspection report. Inspection reports by a Section Officer should be submitted to the Deputy Secretary concerned and by the Deputy Secretary to the Head of the Department.
- 4. The inspection reports should be brief, precise and to the point and should give a clear picture of the working of the particular sector of the organization on which the report is submitted. It should simply enumerate the defects noticed and give

constructive suggestions for improvement. The report should particularly highlight such aspects which have an important bearing on efficiency and need special attention of senior officers.

5. After the inspection report has been seen and returned by officer concerned, it should be the duty of the inspecting officer to ensure that all corrective action is taken. This process should not involve unnecessary noting. As far as possible, problems arising from inspections should be settled and resolved by discussion. It will be desirable to file the inspection reports in a chronological order to facilitate the progressive evaluation of the results of inspection.
6. During inspections the inspecting officers may often discover procedural defect or other problems which cannot be solved readily without a detailed investigation. Such problems should be referred to the Services and General Administration Department for advice.

Sd-/ (Khalil Ahmed Qureshi)  
Secretary (S&GAD)





**APPENDIX 'D'***(See Instruction No. 67)****Detailed Directions on Office Procedure Receipt and Distribution of Papers in the Secretariat***

1. In the Departments where there are more than one sections, all communications shall be received in a separate section known as the Central Registry. This unit of the office should, if possible, be centrally located and shall be responsible for;
  - (a) the receipt and distribution of all fresh receipts;
  - (b) the dispatch of outward mail; and
  - (c) the compilation and printing of an annual index of files.
2. Receipts addressed to an officer by name shall be sent to him unopened by the Central Registry. If the officer is absent on tour or on leave, such receipts should be sent to the officer who is looking after his work.
3. Receipt addressed to an officer by name should be received by the officer himself or by his Private Secretary, Personal Assistant, Stenographer /Steno-typist or Assistant Receipts addressed to a Minister should be received, on his behalf by a member of his personal staff.
4. Receipt addressed to an officer by name should be opened by him or, in his presence, by a member of his personal staff.
5. Receipts marked 'Top Secret' or 'Secret' or 'confidential' shall be handled in accordance with the instructions contained in the booklet "Security of Classified matter" in Government Departments".
6. All other covers should be opened in the Central Registry and sorted out section wise. The facilitate allocation of receipts; the Central Registry should always be kept supplied with an up-to-date statement showing the subjects dealt within each section.

7. Reminders should be separated and submitted to the Deputy Secretary concerned in a pad marked 'Reminder'. The Section to which the reminders relate should be indicated on the receipt by the Central Registry.
8. All receipts should be stamped in the Central Registry with a rubber stamp showing the name of the Department and the date of receipt. The section diary No. for which provision should be made in the Central Registry stamp should be filled in by the Section Assistant subsequently when the receipt is diarized by him. No receipt shall be diarized in the Central Registry,
9. All receipts shall be passed on by the Central Registry to officers concerned at regular intervals twice or thrice during the day. Ordinary receipts received after office hours may be held over for distribution on the next working day.
10. Telegrams and other receipts marked 'Residence' 'Immediate' and 'Priority' should be accorded appropriate priority treatment.
11. Receipts wrongly marked to a Section should be transferred promptly to the Section concerned or returned to the Central Registry. Such receipts should not be diarized in the Section to which they do not relate.

### ***Procedure for Diarizing and Disposal of Papers***

12. The Section Officer shall, on receiving fresh receipts
  - (a) go through them carefully and dispose of all cases which are not required to be submitted by him under the rules or order to higher officers and where reference to previous papers is not necessary;
  - (b) Record specific instructions on receipts requiring previous references or Consultation with other Sections concerned; and
  - (c) Submit to the Deputy Secretary or higher officer's receipts which, in his opinion, are important enough to be seen by them before action is initiated.

13. The Deputy Secretary may, in his discretion, submit to his superior officer any receipts which he thinks should be brought to the latter's notice or on which he desires instructions at that stage.
14. The Deputy Secretary or any other officer to whom receipts are submitted should give instructions, wherever necessary, as to the action which should be taken. If he proposes to deal with a receipt himself, he should ask for the file to be put up to him with the relevant papers.
15. Fresh receipts should be seen and returned to the Section concerned promptly.

### ***Diarizing of Receipts***

16. After fresh receipts have been seen by the Section Officer and other officers where necessary, the Assistant shall diaries i.e. enter in the Section Diary Register (Specimen of the form given in Annexure I) particulars of all receipts except those Specified in paragraph 17 below. He should, at this stage complete only column 1-5 of the Register and simultaneously enter the diary number on the receipt.
17. The following types of receipts shall not be diarized;
  - (a) Copies of tour programmers;
  - (b) miscellaneous routine circulars, e.g. those relating to office hours, telephone lists, changes in addresses of officers, notices of holidays, etc except in the section in which they are originally received;
  - (c) Post copies of telegrams and routine acknowledgements;
  - (d) Press cuttings which are for information only;
  - (e) unsigned or anonymous communications or advance copies of representations on which no instructions have

been recorded by the officers and on which no action is, therefore, to be taken.

- (f) Identical representations from individuals or groups of individuals except one copy viz. that received first;
- (g) Applications for casual leave;
- (h) Requisitions for stationery and other miscellaneous articles;
- (i) Publications on which no specific action is to be taken.

18. A file referred to or received back from another office unofficially (u/o) should be diarized each time it is received back.

19. After receipts have been diarized by the Assistant, he should classify them into i.e. following four categories—

- (a) File received from other offices;
- (b) Receipts relating to files already existing;
- (c) Papers of ephemeral or routine nature for which no file has to be opened; and
- (d) Receipts for which new files are to be opened and deal with them in the

Following manner:

- (i) Receipts in category (a) should be dealt with according to the instructions given by the Section Officer.
- (ii) Receipts in category (b) should be placed on the appropriate file and submitted to the Section Officer along with any other connected papers, previous decisions, documents, e.g. copies of relevant acts, rules and regulations, etc.

- (iii) Receipts in category (c) should be placed on appropriate files, if any, and should be submitted to the Section Officer, if he has so directed or otherwise disposed of according to his instructions.
  - (iv) For receipts in category (d) fresh files should be opened which should be put up with other relevant references and precedents, if any.
20. If an Assistant is unable to put up a receipt at least by the next working day due to the non-availability of previous files or references, he should bring the fact the notice of the Section Officer who will then if the matter is of some urgency and importance, either;
- (a) Dispose of the case in the absence of previous papers, or
  - (b) Submit the case to his senior officer for orders, if he feels that it is beyond his competence to deal with it.
21. If a Section Officer is unable for any reason to dispose of a receipt within three working days, he shall take it personally to his superior officer and obtain instructions.
22. If a Deputy Secretary is unable for any reason to dispose of any work pending with him for three working days, he shall bring it personally to the notice of his superior officer and obtain instructions.

### ***Opening of New Files***

23. All new files should be given a file number by the Assistant in consultation with the Section Officer. The file number shall be allotted to each file according to the file headings maintained by the Section for the subjects dealt in it. For example, an Administration Section in a Department has;
- (1) 'Leave and transfer'

- (2) 'Recruitment of staff'
- (3) 'Purchase of furniture and stationery' etc.

As file headings, all files relating to 'Recruitment of Staff' should be entered under 2. Each file opened under this file heading will be given a separate serial number, e.g. file dealing with 'Recruitment of Assistants' may be given Serial No. 1 under the file heading 2 and the file dealing with 'Recruitment of Peons' as Serial No. 2 under the same heading and so on. To the file number should be affixed a distinguishing letter or letters denoting the Section to which the file belongs. The year in which the file is started should also be indicate Thus, 2-3/60 admin.' would mean that the file in the third in the series opened by the Administration Section in the Year 1960 under the file heading "2".

- 24. A suitable subject heading should be given to the file by the Assistant in consultation with the Section Officer according to the contents of the receipts for which new file is opened. For example, if a communication is received from the Service General Administration Department nominating Section Officers selected by the Public Service Commission the file should bear the following heading;  
"Recruitment of Section Officer; Nomination of candidates selected by Public Service Commission."
- 25. Green file covers should be used for note portion, Pink for correspondence and yellow for summary;
- 26. The list of the file headings should be pasted on the opening pages of the File Register, which shall have column as in Annexure' II'.
- 27. The serial numbers of files should run from 1st January to 31st December each year. A new series should be started each year but the main file heading allotted to particular subjects should as far as possible be retained.



28. The file number allotted to a receipt or file should be noted in column 6 of the Diary Register.
29. An index card should be prepared for each file. Both the Assistant and the Steno typist attached to a Section Officer shall be jointly responsible for the custody of the files of the Section.
30. No file should be opened un-necessarily. The opening of a part file should also be avoided as far as possible. A part files may, however, be opened when the main file is not likely to be available for some time and action cannot be held up in the mean while. When more than one part file is opened, each of them should be given a distinct number, e.g. 1-2/60 (Part File I) - Admin."1-2/60 (Part File II) - Admin." etc.
31. The part file or files should be amalgamated with the main file as soon as the latter becomes available. When a part file is amalgamated with the main file, the chronological order of notes and correspondence should be preserved as far as possible.

### *Referencing*

32. No fresh receipt or case shall be submitted to an officer without previous papers to which references are made in fresh receipts or in the notes.
33. All previous papers, rules and regulations etc. to which reference is made in fresh receipts or in notes should be indicated by giving the number of the page in the margin in pencil and, where necessary, by flagging with alphabetical slips. The slip should be pinned neatly under the pages. When a large number of references are to be flagged, the slips should be so spaced as to be easily visible. If references are flagged with alphabetical slips, the pages of the relevant document should also be indicated in the margin, so that if the slips are lost or removed at later stage, the references can still be traced. If the document put up for reference is a report, periodical or other publication, its

full title etc. should also be given in the margin in ink unless it is clearly mentioned in the note by name. In case of a file its number must be given in ink.

34. Reference books, normally available with the officers, should not be put up with a file but relevant pages to which attention is to be drawn should be indicated in, the margin.
35. Linking of files on which action is in progress should, as far as possible be avoided. As a general rule this practice should be resorted to only when the files are interconnected and orders have to be passed on them simultaneously. If a reference has to be made to papers in another current file, relevant extracts should be taken if the matter involve is not too lengthy.

### ***Movements of File***

36. The movement of files should be noted by the Assistant under the direction and supervision of the Section Officers in Column 4 of the File Register. These entries should be crossed out in pencil on return of the file.
37. The movement of a file which has not been allotted a file number should be shown in the Section Diary.

### ***Noting on Files***

38. No elaborate note shall be recorded by a Section Officer:
- (i) on a receipt which he is competent to dispose of himself in the light of clear precedent or practice or under the standing order delegating specific powers to him to dispose of such cases;
  - (ii) in a case where a line of action has been indicated by a senior officer and he is required to put up a draft, unless something important has to be I a pointed out.
39. A note should be recorded on a file only in a case which is to be put up to a higher officer for orders. In such a case the

Section Officer should present the following in a systematic form:

- (a) The facts of the case (The Section Officer should point out any mistake or error or mis-statement of facts in the paper under consideration or in notes of other Departments);
- (b) The statutory or customary procedure to be adopted in dealing with the case;
- (c) Any rule and regulations having a bearing on the case;
- (d) Any other related facts or figures;
- (e) The points for decisions; and
- (f) The suggested course of action.

40. In complicated or protracted cases, particularly those involving references to other Departments, the Section Officer may prepare and place in a separate cover a duly referenced summary of the case (in triplicate) which shall be kept up-to-date by incorporating important decisions. The summary shall be signed by the officer who prepares it. The facts of the case shall not then be reproduced in the notes portion of the file. A copy of the summary may, if necessary, be retained by another Department, when the case is referred to it.
41. All notes should be written on note sheets. No note should be written on the receipt itself. If a higher officer has already made any remarks on a receipt, they should be copied out on the note sheet before subsequent notes are recorded. The officer recording the note should affix his signature on the right side of the note sheet at the end of the note. His name, designation and telephone number should be typed or rubber stamped below his signature.

42. The following instructions shall be observed when a file is submitted to the Prime Minister:
- (i) It should invariably include a self-contained and properly referenced summary stating the facts of the case, important points from notes and correspondence, as well as points for consideration and end with a specific re-commendation.
  - (ii) The summary should be signed by the Secretary and should be placed inside the file covers properly tagged. If the space left at the end of the summary is less than one third of the page a spare sheet should be added for recording other notes and orders.
  - (iii) Where character rolls, reports or other documents accompany a Summary, they should be in file covers, tagged or where too bulky for file covers, they should be placed in envelopes of suitable size.
  - (iv) Even where the file to be submitted to the Prime Minister consists of one or few sheets only they should invariably be placed in a file cover, properly tagged and placed on a file board or a band. The notes should also be kept inside the file. Covers which should be closed like the correspondence portion. All other files and papers which are of no relevance to the matter under consideration should be detached.
  - (v) Only such cases which must receive immediate attention should bear immediate slip and only those flags which are actually referred to in the summary or the notes should be allowed to stand and the others removed.
43. When a case is submitted to the Minister, a summary should be put up if the last note on the file itself is not self-contained.
44. A Summary for the Cabinet shall be got cyclostyled and copies furnished to the Cabinet Secretariat as required. The date on

which it is, submitted should be indicated at the end of summary which should not normally exceed two cyclostyled pages.

45. On files referred unofficially from one office to another, notes should ordinarily being immediately below the note recorded by the office referring the case. The name of the office where the note is recorded should be clearly typed or stamped with a rubber stamped with a rubber stamp at the beginning of the note.
46. The following procedure should be observed by the Section Officer before submitting a file to senior officers:
  - (a) All files shall be placed in file boards or bands. The subject and the number of the file shall be written on the file cover or typed on a slip and pasted on it.
  - (b) Page numbers shall be entered consecutively on all pages of correspondence in black or red ink-near enough to the corner of each page for them to be read quickly without turning pages over completely and far enough from the corner for them not to be torn off or obliterated. Reference to correspondence shall only be "pp-13-14/C",
  - (c) Paragraphs of notes shall be numbered continuously from the beginning onwards. References to notes shall be "Para, 19-N".
  - (d) Two or three blank sheets shall be added to the notes for the convenience of higher officers.
  - (e) All previous papers (recorded collections) put up with a case should be chronologically arranged, the oldest being at the bottom of the file.
  - (f) Above the previous papers shall be placed the file cover containing the current correspondence and notes. The draft (if any) pinned with 'a draft for approval' slip shall be placed inside that cover on top of correspondence.

- (g) If any reference books have to be put up, they should, if of the same as the file board or the file cover, be placed at the bottom and if of a smaller size at the top.
- (h) Where a file which is required to be put up for information or for reference has been printed, a printed copy and not the original copy should be submitted.

### ***Preparation of Drafts***

- 47. In a case to be submitted to a higher officer, wherever a communication is issue, a draft shall be prepared and put up with the note by the Section Officer. A higher officer may himself prepare a draft and authorise its issue or submit it to the next higher officer for approval as the case may be.
- 48. A draft should convey the exact intention of the orders passed. The language should be clear, concise and incapable of misconstruction. Lengthy sentences, abruptness, redundancy, superlatives and repetitions, whether of words, expression or ideas, should be avoided. In communications of some length or complexity, the main points should be summarized in the concluding paragraph.
- 49. The following instructions should be observed while preparing a draft:
  - (i) A draft should be written or typed in double space on both sides of the paper. A sufficiently wide margin should be left for corrections and additions.
  - (ii) All drafts should bear the relevant diary number or file number and subject. The reference number of the addressee's letter, if available, should always be given in subsequent correspondence. When two or more letters, notifications, etc. are to issue under the same file number on the same date to the same addressed, a serial number should also be given in addition to the file number to avoid confusion, e.g. "1-2(i)/60 Admin" "1-2(ii)/60Admin".



- (iii) A draft should show clearly the enclosures which are to accompany the fair copy. To draw the attention of the typist to the enclosures, a diagonal stocked should be made in the margin. The number of enclosures should also be indicated at the end of the draft on the left-hand corner of the page.
- (iv) If copies of enclosures referred to in the draft are available and are not to be typed, the fact should be clearly stated in the margin of the draft for the guidance of the typist.
- (v) When it is known that the office to which the letter or memorandum is to be sent will require extra copies, the number of copies likely to be required should be indicated on the draft.
- (vi) The officer over whose signature the communication is to issue should initial and date the draft in token of his approval. His designation should invariably be indicated on the draft.
- (vii) A clean carbon copy of the letter issued should be placed on the file. This should be referenced immediately before any other action is taken on the file.
- (viii) The appropriate priority marking i.e. "Residence," "Immediate" or "Priority" should be indicated on the draft. If any papers are to be dispatched by special messenger or issue, under registered post or under postal certificate, as Express Delivery or by Air Mail, necessary instructions should be given on the draft for the guidance of the dispatcher.

### ***Forms of Communications***

50. Written communications shall be in one or the other of the following forms:

- (a) Letter.
- (b) Memorandum,
- (c) Office Memorandum.
- (d) Demi-official letter.
- (e) Un-official Note.
- (f) Endorsement.
- (g) Notification.
- (h) Resolution.
- (i) Press Communiqué/Note.
- (j) Telegrams and Teleprinter Messages.
- (k) Office Order.

51.

**Letter:** An official letter purporting to convey the views or orders of the Azad Government of the State of Jammu and Kashmir must specifically be expressed to have been written under the direction of the Government. It shall be used for all Formal sanctions and communications to Districts, Public bodies and individuals. This form may also be used for communicating formal sanctions of Government to attached Department and sub-ordinate Officers, but shall not be used for correspondence between different Departments of the Government.

A letter should be composed of the following:-

- (a) Letter head bearing the words Azad Government of the State of Jammu and Kashmir and the name of Department.
- (b) Number and date;
- (c) Name (with title if any) and designation of the sender;
- (d) Designation and address of the addressee;

- (e) Subject;
- (f) Salutation;
- (g) Main text of the letter;
- (h) Subscription: and
- (i) Signature and designation of the sender with his telephone number. Letters addressed to official authorities should begin with the salutation 'Sir' and end with "Your Obedient Servant".

Letters addressed to non-official or groups of individuals should begin with "Dear Sir/Sirs" and should end with the subscription "Yours truly" followed by the signature and designation of the person signing the letter.

Official letter not purporting to issue under directions from Government should begin with the word "I have the honour to" and not "I am directed to".

**52. Office Memorandum:** This form should be used;

- (a) for correspondence between various Departments;
- (b) for conveying information not amounting to an order of Government to attached Departments and Sub-Ordinate authorities.

It should be written in the third person and should bear no salutations except the signature and designation of the officer signing it. The name of the Department or attached Department (Including, if necessary, the name of the officer who is to be specified) should appear at the bottom on the left-hand corner of the page. The office Memorandum purporting to issue under directions from Government should begin with the word "The undersigned is directed to....."

**53. Memorandum:** This form should be used;

- (a) For Correspondence between the Department and Attached Departments and their Subordinate Offices;
- (b) In replying to petitions, applications for appointment etc. It should be written in the third person and should bear no salutations or subscriptions

Except the signature and designation of the officer signing it. The name of the addressee should appear on the left hand corner of the page the memorandum should begin with Words "**Reference** application/petition/letter No.....dated from....."

54. **Demi-official letter:** This form should be used in correspondence between Government officers when it is desired that a matter should receive the personal attention of the individual addressed.

A demi-official communication should be addressed to an officer by name. It should be written in the first person singular with the salutation "My dear.....or "Dear Mr. ...." and end with "Yours sincerely". The expression "Mr. Dear" should normally be used for an officer of the same status or an officer one step higher in status and "Dear Mr." if the officer to be addressed is two or more steps higher in status. The name and designation or the sender with titles, if any, should also be typed under the crest on the first page. The telephone number of the officer sending the communication shall invariably be indicated.

55. **Un-Official Note:** An unofficial (u.o) note should be made sending a note on the file itself. This method of consultation be generally employed between Departments and Department and Attached Departments where so authorized.

56. **Endorsement:** This form should be used when a copy of a communication is to be forwarded to others in addition to the original addressee. The endorsement may take one of the following forms:-

"A copy (with a copy of the letter replied to) is forwarded to — for information for information and guidance/for necessary action/compliance".

57. **Notification:** This form should be used for notifying in the Gazette of Azad Jammu and Kashmir Ordinance, rules, and orders, appointments. Leave and transfer of Gazetted Officers or other matters which are required to be so published in the Gazette of Azad Jammu and Kashmir.
58. **Resolution:** This form should be used for making public announcements in the Gazette of decisions of Government on important matters of policy, appointments of committees or commissions of enquiry and of the results of the review of important reports of such bodies.
59. **Press Communiqué of Press Note:** A Press communiqué or press note should be issued when it is sought to give publicity to a decision of Government. It should ordinarily be prepared in consultation with and issued through the Press Information Department and with the prior approval of Chief Secretary.
60. **Telegrams and teleprinter message:** A telegram should be issued only on occasions of urgency. As fast airmail service exists, no telegram should be sent if letter with an appropriate priority marking can serve the purpose. Where Teleprinter service exists, the greatest possible use should be made of it in preference to telegrams and telephones.

The text of a telegram or teleprinter message should be brief and clear but clarity should not be sacrificed for brevity. Where groups of figures are necessary in a message, these should be typed in words in the copy to be issued 19365 should be typed "Nineteen thousand three hundred and sixty five". If further precaution is necessary, the words "the double of which is thirty eight thousand seven hundred and thirty" may be added.

The priority of the messages is as follows, 'Ordinary' 'Express' important, 'Immediate' or 'Most Immediate'. It should be clearly

indicated on the typed copy. Immediate' and Most Immediate' Telegram should be sent only on the authority of a secretary/Additional Secretary/Joint Secretary.

In all cases (except cypher telegrams) post copies of telegrams should be sent & addressees.

When a telegram is to be sent in cypher, the message should be drafted in normal and not in telegraphic English; needless verbiage should, however, be avoided. Cypher messages should be transmitted through the Pakistan Crypto Centre. Instructions with regard to the grading, editing and numbering of these telegrams issued by the Ministry of Foreign Affairs should be carefully observed. Cypher messages should be avoided as far as possible because:-

- (i) They are expensive:
- (ii) they involve delay in encoding and decoding; and
- (iii) the security of the cypher is likely to be compromised by indiscriminate use

61. **Office Order:** This form should be used for conveying instructions to be "followed in office and notifying appointment, promotion, leave etc. of the non-Gazetted staff.

### ***Typing and Dispatch***

62. When the issue of a draft has been authorized, the typing of the fair copy shall be done by the Private Secretary, Personal Assistant, Stenographer or Steno typist attached to the officer over whose signature the letter is to issue.

63. **When more than 12 copies are required;** a Stencil should be cut and copies produced on a duplicating machine.

64. The fair copy complete with enclosures, and the typed office copy together with the approved draft, should be put up in a signature pad to the officer concerned for his signature.



### ***Dispatch***

65. All papers and files to be dispatched to other offices shall be sent to the Central Registry which shall follow dispatch procedure outlined in Annexure III.
66. All Communications should bear the date on which they are actually issued. They should not be double- dated.
67. The documents to be sent out should be placed in covers and the name and addressed of the addressees should be neatly and correctly written or typed on an economy slip which should be used for all covers containing ordinary (i.e. unclassified) communications except when the contents are bulk or when it is proposed to send the cover by Ensured post, economy slips should not be used for covers addressed to foreign countries. After a communication has been dispatched, the office copy should be rubber stamped 'Issued' and returned to the Section concerned.

### ***Action after Dispatch***

68. The Assistant should place the office copy on the file in chronological order and give it a page number.
69. If a reply to the communication is awaited or further action is to be resumed at a later date, that Assistant should mark the file 'reminder' or 'suspense' as the case may be, and note the date on which the file is to be resubmitted.
70. If the communication issued constitutes final disposal and no other action has to be taken on the file, it should be marked 'record'.
71. The Assistant should maintain a record of suspense cases on an ordinary calendar diary. He should enter date-wise;
  - (a) Cases placed in suspense with instructions for resubmission on a particular date;

- (b) Cases on which reminders are to be issued on specified dates; and
  - (c) cases which have been referred unofficially to other Departments and the return of which is awaited.
72. The Assistant should consult this diary every morning and should submit to the Section Officer for disposal all files required to be put up to him on that date. The Section Officer should check the diary periodically to ensure that the procedure out lined above is being observed by the Assistant.

## ***Recording, Indexing and Weeding of Files***

### **Classification of Records**

73. For the purpose of preservation, records should be classified into the following four categories;

- (i) Category A- Permanent records: - This category shall include vital Records of permanent value which are irreplaceable and have to be preserved with the utmost care.

As a general rule, the following types of records shall be classified under this category.

- (a) Files containing discussions or orders on important matters of policy, legislation, rules and regulations.
- (b) Files containing orders establishing important precedents that are likely to be required frequently for reference over a long period.
- (c) Files relating to individuals whose importance warrant retention of their cases permanently.
- (d) State documents such as treaties and agreements with foreign countries.

Permanent files shall be recorded, indexed and printed (or otherwise reproduced) and at least 3 copies including the original furnished to the Directorate of Archives.

- (ii) Category B-Records to be retained for 10 or more years:

This category shall include all those files which are not important enough to be preserved permanently but important enough to be retained for a period of ten or more years depending upon the extent of their utility (Service records of Government Servants should be classified under this category) These files should be recorded and Indexed and retained in the Department.

- (iii) Category C-Record to be retained for 3 but less than 10 years:

This category shall include files which have limited utility and which may be required for only a few years after they have been recorded. These files need not be indexed but shall be retained in the Department for specific periods.

- (iv) Category D-Records to be retained for less than three years:

This category shall include papers of routine or ephemeral nature which are not likely to be required after a period of three years. These papers should not be indexed and should be destroyed after the period specified if no longer required.

### ***Recording and Indexing Procedure***

74.

As soon as action on a file has been completed, the Section Officer should mark the file 'Record' and classify it into one of the four categories mentioned above and pass it on to the Assistant for action outlined in Para 75 below.

75. The Assistant shall then proceed to take the following action:
- (a) Note the 'classification' given by the Section Officer in the relevant column of the file register;
  - (b) Check that all pages are complete;
  - (c) Replace the file cover if the existing one is mutilated;
  - (d) Note numbers of connected files or previous references on the file cover of the file being recorded and also on the covers files under reference;
  - (e) Note on the relevant page of the Register of the file due for destruction (Annexure IV), the serial number of the file. This Register should contain at least one page for each calendar year and on that page should be noted the serial numbers of all the files due for destruction in that years;
  - (f) Stamp the file 'Recorded'.

### ***Printing of Files***

76. Only files categorized as 'A' should be printed or reproduced through the agency of the Government Printing Press. Normal methods of reproduction are:-
- (i) **Printing:** This method should be used if 25 or more copies are likely to be required.
  - (ii) **Photo-Stat copies:** This method should be employed if ten or less number of copies are required.
  - (iii) **Micro-filming:** This method of reproduction should be employed for preserving previous documents requiring special safety measures.

### ***Presentation of Records***

77. Three copies of files categorized as 'A' including the original shall be sent to the Directorate of Archives which has special arrangements such as air-conditioned rooms and file proof cabinets for the preservation of vital records.

78. All files which are more than 3 years old should be transferred to a separate Record Room in the Department which shall be maintained under the supervision of the Section Officer in charge of the Central Registry. The Record Room should be provided with sufficient almirahs and other equipment for proper stores and preservation of files and records. The Record Room should be kept free from dirt, dust, to and direct sun light and should also be sprayed periodically with insecticide to save the records from insects. Files which are less than 3 years old should be kept in the Section Concerned.
79. Files from the Record Room should be issued against proper requisition slips signed by the Assistant or the officer concerned. These requisition slips should be clipped to a piece of card board and placed in the rack at the place from where the relevant file has been taken out.
80. The Assistant in the Record Room shall also be responsible for compiling 'Annual Index of Files' for the Department. In the case of 'A' and 'B' category files, he shall prepare index slips showing the subject heading of the file. Separate slips should be prepared for each keyword in the subject heading (specimen slips shown in; Annex-V). One copy of the index slips should be placed alphabetically in the loose-leaf binder for printing of the index at the end of the year and a second pasted on the file cover and a third passed on the Section concerned to be pasted on the file register. Thereafter, the file should be stamped as 'Indexed'.
81. State documents, treaties, agreements with foreign countries and original copies of all laws authenticated by the President, shall be sent to the Cabinet Secretariat for preservation.

### ***Weeding and Destruction***

82. The Section Assistant should consult "the Register of Files due for destruction" in January each year and prepare a list of files which are to be destroyed during that year. He should submit the list to the Section Officer together with the files to be destroyed. The Section Officer shall go through the files before they are destroyed.

In case the Section Officer considers that a particular file should be retained further he should give instruction in writing and specify the period for which is to be retained.

83. Lists of files to be transferred to the Record Room should also be preparing duplicate, by the Assistant in January each year. One copy of the list should be retained in the Section and the other passed on with the files to the Record Room.
84. All confidential and secret files and papers due for destruction shall be destroying in accordance with the instructions contained in the booklet "Security in Civil Department". All non-confidential files and papers shall be destroyed in the presence of a responsible official. All newspapers, magazines, press cuttings, wrapping papers no longer required for use, should be made over for disposal to the Controller, Department of Stationery and Forms.

### ***Checks on Delays***

85. On receipt of a third reminder, the recipient should, wherever possible, secure the pending file himself and dispose of the case as expeditiously as possible or arrange for its quick disposal by the officer concerned.
86. On the first working day of each month a return shall be prepared in the prescribed form (specimen of form at Annexure VI) showing the particulars of all cast not finally disposed of within one month of the date of their receipt in the Department. This return shall be submitted to the Secretary/Additional Secretary/Joint Secretary through the Deputy Secretary concerned. The Deputy Secretary shall consolidate these returns in a statement, prepared in form at Annexure VI-A, which should be sent to the Services and General Administration Department by 5th of every month.

### ***Miscellaneous***

#### ***Use of labels***

87. The use of 'Residence' and 'Immediate' labels should be made most sparingly.



*Attendance Register*

88. An attendance register in the prescribed form shall be maintained in all sections. It shall be initialed by the Section Officer at ten minutes after the time fixed for arrival. Any member of the staff arriving after the period of grace shall have to explain his late arrival.

*Submission of periodical statements on the dates*

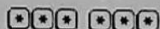
89. To ensure that all reports and returns due for submission are sent on the prescribed date, Control Charts should be maintained in the form prescribed in Annexure-VII. These charts should be maintained separately for fortnightly, monthly, quarterly or yearly returns. The Section Officer should examine these charts at least one a year and should initiate action for discontinuing any report/return which has ceased to be necessary.

*Circulation of decisions of general application*

90. Decisions of general application taken in a Department, which may form precedents in other cases, should be listed by the Section Officer concerned in the form at Annexure VIII, and sent through the Deputy Secretary concerned to the Services and General Administration Department who should have it circulated in the Departments

*Use of red and blue/black inks*

- <sup>12</sup>[91. Use of Inks.- For ordinary work (noting, drafting & signing of official papers) blue/black or similar ink should be used and green shall be used exclusively by the President and the Prime Minister in their hand written orders and signatures".]



<sup>12</sup> Para 91 amended/ substituted vide Notification No. S&GAD/A-4(40)97, P-I, dated December 7, 2016. Original para 91 is reproduced as under:-

"91. For ordinary work (noting, drafting and signing of Official papers) blue-black or similar ink should be used and red ink is to be complied only for special purposes laid in certain rules or instructions."

**ANNEXURE - I***(See Appendix-D-Para 16)***Section Diary Register**

S. No.	No. and date of document.		Form whom received.	Brief Subject.	File No.	Date of final Disposal.	Record of Movement.
	No.	Date					
1	2	3	4	5	6	7	8

**Note:** The date of receipt in the Section is to be written across the center of the page at the beginning of each day's receipt.

\*\*\* \*\*

**ANNEXURE-II***(See appendix-D Paras 23, 26 & 36)*

No... of Main Heading.....

File Register

Year.....

Main Heading.....

Section.....

....

S. #	File No.	Subject	Movement	Date of recording	Classification
1	2	3	4	5	6

*(Sufficient gap should be left between each entry to mark the movement of files).*

\*\*\* \*\*

**ANNEXURE-III***(See Appendix D-para 65)***Chart Showing Procedure for Dispatch****Dispatcher**

Receives papers of dispatch.

Checks the enclosures, if any.

Separates fair copy from the office copy and records date of dispatch on both copies.

Affixes rubber "issued" on the office copy and puts his date initial under it.

Places fair copies in the relevant compartments of the sorting rack.

Clears compartments of sorting rack one by one by one and arranges letters office-wise, separating communications for local dispatch from those to be dispatched by post.

Enters communications for local dispatch in peon books.

Passes communication sand peon books to peons for delivery.

Prepares covers where necessary and writes addresses on covers or economy slip, as the case may be, for communications to by dispatched by post (cyclostyled address slips shall be used for).

Passes covers to Daftry.

***Daftry:***

Closes covers.

Weighs and notes value of stamps required.

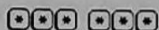
Franks covers with necessary stamps.

Return covers to the Dispatcher.

***Dispatcher:***

Make necessary entries in the Register of Stamps Account.

Passes covers to peon for posting.



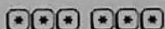
**ANNEXURE - IV***(See appendix D-Para-75-(e))*

Register of files due for destruction

Files to be destroyed in 20.....

File Number	Classification (P-C or D)	File Number.	Classification B, C, or D
11-3/60 Admin			
V-8/60- Admin			

*Note:* Particulars of cases more than month old should be given very briefly on the reverse. Urgent and personal cases i.e. cases pertaining to day, increment, seniority, disciplinary matters, etc. should be marked with an asterisk.

**ANNEXURE-IV-A***(See Appendix D-Para-86)*

Department.....

Return of receipts, disposals and areas for the month of  
.....20.....

Name of Section Officer ..... Section.....

No. of reference brought forward from the previous months.	No. of receipts received during the month.	Total columns 1 and 2.	No. of reference disposed of during the month.		Number of cases outstanding on the last working day of the month.			Remarks
					More than two weeks but less than one month old.	More than one month old.	Total.	
			At Higher levels	At SO's level.				
1	2	3	4	5	6	7	8	9

*Note:* Particulars of cases more than month old should be given very briefly on the reverse. Urgent and personal cases i.e. cases pertaining to day, increment, seniority, disciplinary matters etc. should be marked with an asterisk.

*Signature of Section officer*

\*\*\* \*\*

### **ANNEXURE-V**

*(See Appendix D Para 80)*

#### ***Specimen Index Slips***

*(For File Cover)*

Revenue Officers-Special Pay on Appointment as Deputy Secretary  
No. 1/2/60-Admin

Revenue Officers-Special Pay on Appointment as Deputy Secretary  
No. 1/2/60-Admin

Destroy in 1968

*(For File Register)*

REVENUE OFFICERS

Revenue Officers-Special Pay on Appointment as Deputy Secretary  
No. 1/2/60-Admin

DEPUTY SECRETARY

Revenue Officers-Special Pay on Appointment as Deputy Secretary  
No. 1/2/60-Admin

SPECIAL PAY

Revenue Officers-Special Pay on Appointment as Deputy Secretary  
No. 1/2/60-Admin

\*\*\* \*\*

**REVERSE ANNEXURE-VI****Particulars of cases pending for more than one month**  
Section.....

S. #	File/Diary No.	Date of receipt	Subject	Particulars of cases pending		Since where pending
				Why pending.	Where pending	
1	2	3	4	5	6	7

\*\*\*\*\*

**REVERSE ANNEXURE-VI-A****Consolidated statement of receipts, disposals and arrears for month of....19.....****Total No. of Sections.....**

S. #	Name of Section.	Total No. of Receipts including arrears of previous months.	No. of cases disposed of during the month.		AFFE ARS		Total of columns 6 & 7
			At SO's Level	At Higher Level	No. of cases more than two weeks but less than one month old	No. of cases over one month old	
1	2	3	4	5	6	7	8

**Note:** Particular of cases more than a month old should be given on the prefers. Urgent and personal cases, i.e. Pertaining to pay, increment, seniority, disciplinary matters etc, should be marked with an asterisk.

\*\*\*\*\*



**REVERSE ANNEXURE-VI-AB**  
**Consolidated Statement of Cases over one Month Old,**  
**Including Urgent/Personal Cases**  
*(To be marked with an asterisk)*

For the month of 20.....

S. No.	Name of Section	File/ Diary No.	Date of Receipt	Subject	Why where pending		Since with pending
					Why pending	Where pending	
1	2	3	4	5	6	7	8

\*\*\* \*\*

**ANNEXURE-VII**

*(See Appendix D-Para-89)*

**Chart of Annexure to be Submitted**

Monthly.....

Section Department.....

Quarterly.....

Return due from the .....

Yearly.....

S. No.	Subject	Due date of Dispatch	Date on which actually sent during the month of			
			January 1977	February-April 1973	March-July 1979	April-October 1980

*Note:* The entry in the last column will be regulated by the frequency of the report which the particular chart is intended to control, e.g. in the case of quarterly reports, the entries in the column will be January, April, July and so on. In case of yearly reports, they will be 77, 79 and so on.

\*\*\* \*\*

**ANNEXURE-VIII**

*(See Appendix D-Para-90)*

**Statement of Important Decisions Department**

S. No.	Decision	Name and designation of officer who took the decision	Date and decision	Reference No.

Dated the \_\_\_\_\_

Prepared by Section Officer

Countersigned by Deputy Secretary

\*\*\* \*\*